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ABSTRACT

Attending this 1969 conference on adult basic education were representatives from not only the Ozarks and Appalachian regions but also areas ranging from southern New York State to Mississippi and Louisiana, west to Texas, New Mexico, Arizona, and California, and as far north as Illinois. Governor Winthrop Rockefeller spoke on "The Challenges of Adult Basic Education." Also included in the agenda were "The Need for Adult Basic Education" by David A. Sands; the remarks by William F. Gaul, which noted that the people of this nation are beginning to accept our joint responsibility for the plight of Americans who need education to alleviate illiteracy and obtain jobs; "Comprehension Development in Adult Basic Education" by Nicholas J. Silvaroli; and "The Appalachian Experience" by Ann Hayes, who discussed the functions of the Appalachian Adult Basic Education Demonstration Center. (AN)

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# TOWARD A JOINT ATTACK ON FUNCTIONAL ILLITERACY

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Proceedings of the

Ozark-Appalachia Conference

Hot Springs, Arkansas

November 3-4, 1969

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INTRODUCTION OF GOVERNOR WINTHROP ROCKEFELLER
BY
DR. PALMER C. PILCHER, VICE PRESIDENT FOR
ACADEMIC AFFAIRS, THE UNIVERSITY OF ARKANSAS
AT
HOT SPRINGS, ARKANSAS - NOVEMBER 3, 1969

Participants of the Ozark - Appalachia Conference: We are honored today by having in our audience, in addition to the Mayor of Hot Springs, the Honorable Dan Wolfe, the first citizen of the State of Arkansas, Governor Winthrop Rockefeller.

Governor Rockefeller, we know something of your commitments in this busy season when you are concerned with problems of Constitutional revision, tax reform, and a special session of the State Legislature. Your presence here today demonstrates to all present - as you have so many times to me personally - your interest, dedication and commitment to Adult Basic Education for all of our State's citizenry, particularly in relieving the problem of functional illiteracy that plagues so many of our State's residents. We are grateful to you for flying down here today and lending your leadership to an educational effort of mutual concern.

Mr. Governor, you have before you, among others, representatives of demonstration projects in the field of Adult Basic Education, primarily funded by the U. S. Office of Education, from not only the Ozarks and Appalachian regions, but from areas ranging from southern New York State to Mississippi and Louisiana, west to Midland, Texas, New Mexico, Arizona, and California, and as far north as Illinois. Indeed, one of my major problems has been how - with reasonably good grace - to keep this meeting small and pupulated essentially with key decision-makers in this critical area of community service.

In these times when the winds of change and the gales of challenge are sweeping the nation and its institutions of higher education, we hear a great deal about what is described as "relevance". Despite the fact that this has become a cliché of monumental proportions in recent months, it does point to a weakness in what has been regarded as the instructional "mission" of higher education, particularly at land grant institutions with their historic charge to provide extension services and to take the university to the people.

And, this is one direction in which we are clearly going to have to go. As evidence, I cite a U. S. Education report which estimates that by 1976 more than 82 million adults in this country will be taking part in educational programs outside the traditional school system. The projected enrollment figure for 1976 in "traditional schooling" - meaning from kindergarten through graduate school - is 67 million. If that's not dramatic emphasis to the point I am attempting to make, then you were not listening at all.

This morning, Mr. Governor, we were fortunate in having as keynote speaker, Dr. M. William Sullivan, whose work in programmed instruction has made him a legendary figure in many subject matter fields, but particularly reading. We have been employing the "Project Read" approach - initially developed for the metropolitan areas of the nation - by the pioneer Behavioral Research Laboratories of Palo Alto, California. We feel that we have demonstrated that we can make this approach work in a predominately rural setting.

Mr. Governor, by next year, at the conclusion of the third year's cycle, we will have expended 3/4 of a million dollars in U. S. Office of Education funds

to bring this program, via the University of Arkansas, Division of Continuing Education, to the people of your State.

We are grateful for your leadership and your presence here today.

The Honorable Winthrop Rockefeller, Governor Of Arkansas.

"THE CHALLENGE OF ADULT BASIC EDUCATION"

THE HONORABLE WINTHROP ROCKEFELLER
GOVERNOR OF ARKANSAS

Thank you very much, Dr. Pilcher. I am delighted to be with you because this is an area of concern that stems back to my days when I dropped out of college, and I have always felt that adult education might make it possible for me to complete my degree. I am happy to be here, because from virtually my first moment in Arkansas I became involved in a variety of things, and the first was relative to education. I have been active in many, many areas of education since that time... sometimes financially, sometimes giving encouragement, sometimes holding seminars to discuss how we could make better use of the facilities that we have. As I became involved in the industrial development program, it became very obvious that one of our greatest handicaps was the problem we had in terms of adult education. We had many willing hands and many good minds who had not had the advantages of a high school education. We had the problem of trying to train these people. I am proud of the record that has developed here in Arkansas for those of you that are coming from the Appalachia area.

I am delighted to say that during this period of time, our industrial program has paid off; yet we still have 77,000 unemployed. We have launched several rather ambitious programs, financed primarily with federal funds, in an effort to make a breakthrough in the hard core unemployment area. I was shocked and amazed when we received one grant which enabled us to go into the delta country and begin training and rehabilitation programs for the hard core unemployed to

find that of the 77,000 people in these counties we were looking at--many of them were on social security--others were handicapped--a number were on welfare--there were only 5,000 who could qualify for the programs we wanted to start.

There was an added challenge, when you realize that in this area of poverty, the mechanization of farming was having a tremendous impact on the unemployment situation. But we have tackled it, and I am delighted that Miss Mary Switzer liked our enthusiasm and has encouraged our programs for the breakthrough--if you will--in terms of hard core unemployment.

I think that our problems of underemployment are equally important as our problems of unemployment. I was amazed a year or so ago to be aware of the fact that in Little Rock, as an example, there was about one percent unemployment. But at the same time 62 percent of the black population was rated as underemployed.

The program we are discussing here is an exciting challenge. I think that we are aware of the fact that many things can be done, should be done, and are being done, to make the type of breakthrough we need. We are fortunate to have the University so deeply involved with the development of a long range, and I trust, an expanding program.

I am hoping that we will get more and more people involved. I have visited and talked with people in the underdeveloped and underprivileged areas of Arkansas, and I am thinking particularly now of visits I made not too long ago to East Little Rock--a predominately black area. In talking with various people on the streets and quizzing them a little bit about what they had with respect to education, training and other background experiences, I realized that their answers proved rather conclusively that many had not had experience in seeking jobs, or had not

had the opportunity to make the environmental changes which are needed if one is to move from a life of poverty to a life of productivity.

I am a great believer in person to person relationships. We have the Big Brother movement and the Big Sister movement in the United States and many of our cities, and we can learn from these that there is a gap that must be filled. If we cannot communicate with these underprivileged people, how do we anticipate being able to make them productive citizens? We realize that basic education in this rapidly changing world is the fundamental answer. I know we can teach certain skills. Not long ago we had a speed reading course in which all of our staff members and their husbands and wives were invited to participate at Winrock Farms. (I might add that the program was quite fun because the rivalry was tremendous.) We had two individuals who got up to pretty fantastic rates of reading ability, or they had that skill and they improved as a result of this reading skill course. Some of us who are a little slower had a lot of good healthy competition. I think all of us are better readers today than we were before.

We need programs which improve basic skills in reading and communication, and we also need programs which improve the more sophisticated skills of basic writing, arithmetic, and others which specific jobs require. As you know, this is one of the major problems in the United States. Your presence here fills me with pride because it means that skills educators have developed can be applied to this tremendously challenging opportunity. We are moving ahead, and I think it is going to pay tremendous dividends. We need and can use productively the talents of every person you can take off the welfare lists or some other assistance programs to build our states. I say "states" advisedly because I recognize how

many different states are represented here today. We know we can build our states better and have a stronger and healthier economy. I recently told some of our state-wide welfare workers that I thought that one of the most important roles along with education was the creation of dignity in the heart of that individual who has been deprived through the years because of his environment and a lack of education. I emphasized that if we could recreate human dignity within the individual then we would have rendered a great service to mankind.

I believe that this is true because no person really is any better than he believes himself to be. And, so as we delve into this process of continuing education, I hope that you will give thought to the concept of the development of human dignity. The mere fact that the individual is willing to go to school after work hours, or make use of whatever other opportunities are available, is tremendously important and it shows a desire for improvement. We who are responsible for the development and actual implementation of these programs must capitalize on that desire. We must always keep in the back of our minds that, while we want individuals to learn to read or to write or to do figures a little bit better than he did before, we want them to do so with pride. The fact that they are willing to seek help to improve themselves indicates to me that there is latent great pride.

We must never forget when we discuss the important services that you are talking about--services that we want to see become more effective--that the milk of human kindness goes with the teaching process. Humanism is particularly important with older persons who have the capacity to come back and say, "I want to make a better citizen of myself."

It was a great pleasure to be with you, and I wish I could stay on. But I

have some other commitments. I have seen your interesting program, and I know that this is going to be a full and rewarding experience for all or you. I am delighted you are here, and I trust you will enjoy Mayor Wolfe's fair city as much as I always do.

## DR. DAVID A. SANDS

Dr. David A. Sands was appointed Executive Director of the West Texas Education Center by the Board of Directors in June 1967. He holds both a Master's Degree and a Ph. D. from the University of Texas. Dr. Sand's professional experience includes many facets of professional education: classroom teaching, the elementary principalship, the secondary principalship, and District-level administration. Most recently, Dr. Sands has served as Associate Superintendent of Clark County, Nevada, School District for the past four years. His experience prior to that assignment was in the public schools of Texas--specifically, Austin and San Angelo.

In addition to public school posts, Dr. Sands has taught in the graduate schools of the University of Texas, Stanford University, and Nevada Southern University. Dr. Sands has been active in many professional and community associations and activities. He served in the U. S. Air Force as an Intelligence Officer and attained the rank of Captain during this service.

He was born in Robbstown, Texas, in 1932 and attended the public schools of Corpus Christi. Dr. Sands is married and has four children.

## THE NEED FOR ADULT BASIC EDUCATION

Bare, cold, depressing naked facts..... 24 million people in the United States with less than an eighth grade education. An untold number are functionally illiterate, regardless of the grade they completed in school.

The U. S. Office of Education, Region VII--and this is Arkansas, Texas, Oklahoma, New Mexico, and Louisiana--has 3,096,946 adults eligible for adult education. There are 70,509 participating in some program--only two percent. A tragic 98 percent unreached.

Let's do so role-playing. Clear your minds of education. <u>You are an illiterate adult</u>. Now, explain to the doctor about your illness. "What is exactly wrong with you?"...Speak up...I can't treat you unless I know what is wrong...What are your symptoms?...Where do you hurt?...What is your medical history?"

The doctor gives you a prescription. You are afraid to take it because you cannot read the directions. You are afraid to give it to your child. You may take too much, through a misinterpretation of the written instructions. You probably will take none...and will give none to your child.

You are a stranger in town. You are lost...you cannot find your way around. You cannot read the street signs...you cannot interpret a map. Can you imagine traveling to California, Michigan, New Orleans without being able to read a map, or read road signs?

The illiterate adult is palying a game...it is for high stakes--life--but no one has told him the rules. He is playing beginner's bridge against an opponent with a good grasp of Blackwood...He is struggling for survival in a world with the odds against him.

Day-to-day living becomes a problem. The simple acts we perform without thinking become matters for major decisions because of the lack of education...the lack of basic communication...skills of reading...listening...writing...and speaking.

Texas Congressman, the Honorable Henry B. Gonzalez, has said:

> If one is hungry, hope itself is a distant thing; and if one is defeated, promises of things to come ring empty. If one's world is limited by dirt floors and tin roofs, tomorrow holds no promises...as the greatest ambition is to live through today.

The uneducated adult's first need is survival knowledge--language facility is a paramount need. He must communicate with himself first...with optimism and hope...and with others...his employers and his peers.

More role-playing? Let me sell you a product. But, you see, I know how much it is going to cost you, and what interest rate you will pay, and <u>when</u> it will be paid for, and <u>if</u> it will be paid for while usable, or if you will receive ANY benefit from the article. But...<u>you don't know</u>. You don't even know what I mean by interest rates...you don't even know how to compute change. You only know that you are probably being cheated...and you are powerless.

Have you considered not being able to write? Your son is away...you really have no comprehension of the letters V I E T N A M ... but they say he is there.

There is a constant problem in finding someone to write letters for you... and of getting someone to read letters you receive. You are never really sure if the person writing puts down exactly how you feel...and if he says what you wanted to say.

Such pontific statements as..."Adult education, whether it be basic or continuing education, could be the solution to two of our major problems...

(1) the problem of unskilled workers who are jobless...and (2) the problem of jobs that need workers. Adult Basic Education is the first step toward filling this gap."..... This is a chilling, practical truth..... But, don't forget that self...that individual drowning in unfulfillment...that individual with a reach even less than his grasp.

What does Adult Basic Education do for a local community? Adults are envolved in the educational process. The over-all community climate is brighter. This involvement of adults in the educational process produces better use of the facilities...better understanding of WHY things are done as they are. One stark fiscal fact is that...in the matter of bond elections...if an adult derives personal benefit from a building, he will be more apt to vote to improve the building.

Adults become more involved in all community projects when they are integral parts of the community. And the student in school? In Brownsville, Texas, during the 1967-1968 school year, a group of children whose parents were A.B.E. students were compared with a group of children whose parents were NOT enrolled in A.B.E. The children of A.B.E. students had a higher attendance record and came to class 93 percent of the time. Children of parents not attending A.B.E. classes were in class 92 percent of the time. At the end of one year, the children of A.B.E. students had a mean composite test score of 1.52 on the Stanford Achievement Test. The children in the control group... those whose parents were non-A.B.E. students...had a mean composite test score of 1.44.

From the time I began speaking, I have asked for your empathy with the functionally illiterate adult.

Now I ask for your identification with a region.

Let the sweetly clad hills of Arkansas dim in your mind. Let us go to a harsher land. The West Texas Education Center serves a 19 county area in West Texas, designated by the State Legislature as one of twenty such regions in the State, each served by a regional education service center. The Region XVIII area, encompassing a currently estimated population of 297,559, is primarily... from a geographic standpoint... an area of farms and ranches, with an extreme sparsity of population.

The region we serve covers 37,553 square miles. This represents an area equivalent to the State of Indiana... or 4,000 square miles greater than the combined total area of Massachusetts, New Hampshire, Connecticut, Rhode Island, New Jersey and Delaware. The density of population for the entire region is only 7.9 persons per square mile. This compares to 36.45 persons per square mile for the State of Texas... and 50.5 persons per square mile for the nation as a whole. In terms of students, our region has 1.9 students per square mile in average daily attendance.

As it contains only one standard metropolitan area, our Region is actually divided into two almost separate areas... one with a heavy concentration of population, and the other sparsely populated with school districts ranging from 10 to 23,000 average daily attendance.

The sparsely populated areas present special problems.

1. Because of the lack of people, there is a lack of trained personnel... By this, I mean teachers... educators... as well as people in other phases of adult learning.
2. This lack of people causes low funding from the State and federal government. Lack of people... and low funding...

cause, for example, an excess of paper work for the school administrator, for he has as many forms to fill out as does the person from Dallas... Little Rock... or Oklahoma City. And because of the multiplicity of jobs that a small town superintendent must do... this becomes an extreme burden.

3. ...he has ten papers to fill out on thirty people, he may be ...uctant to have an A.B.E. program in his school.

Lack of immediate job opportunities in the small towns, rural, and sparsely populated areas, cause the people in the adult education classes, or potential adult education students, to lack motivation. They cannot readily see the job opportunities around them. And, if they do go through the adult basic education process, they see a low possibility of meaningful change in a small town where most of the good jobs are already taken. In a large town, there is a continuous demand for skilled and better educated people. Once they have completed an educational program of some sort, they can readily see this change, for economically, they can improve themselves.

Solutions mean people. People with imagination and expertise. We envision a Resource Center with resource people, a library of new methods and materials, and testing facilities. Teacher trainers will conduct in-service training programs and help superintendents with the budgetary and recruitment problems in setting up Adult Basic Education programs. Persons to provide encouragement and information, the resource people will provide the liaison between local, state, and national educational agencies and the schools involved.

Paraprofessionals help to resolve the teacher shortage. In most towns, there is someone qualified to teach adults, (who is not a professional educator.) They successfully teach the Adult Basic Education student.

Let me name some of the advantages that we have found utilizing paraprofessionals in teaching.

1. First of all, there is a lower cost to the local educational agencies.
2. They have a better rapport with the Adult Basic Education students, particularly if they are from the same lower socio-economic minority group, living in the same town. The paraprofessional knows the problems of the A.B.E. student, he knows the family, he knows the sacrifices necessary for him to become accepted.
3. Paraprofessionals have been shown to be better teachers because they have solved some of these problems. For example, they are not as structured as some of the regular certified teachers serving in the public schools. They can think on their feet. They are not worried about a detailed lesson plan. They are better able to give the A.B.E. student exactly what he wants to learn. Once again, they can better understand the adult. They themselves have probably struggled through this very same process of learning, many times, very recently, and they can, therefore, relate to their peers...and are better teachers because of this.

What are we doing in the West Texas Education Center, serving Region XVIII? The problems need no more elaboration. The question of answers is wide open. The West Texas Education Center is attacking the problem through many thrusts.

We have staffed two resource people who hold workshops, are able to answer questions concerning budgets, questions relating to recruiting, and have a storehouse of knowledge expanded daily through their work with local schools and other educational agencies.

The service center has established the nucleus of a resource library. We have groups of books, and kits from various publishers which are provided on a loan basis to the communities in our Region.

Workshops to train Adult Basic Education teachers have been conducted in the home communities of the teachers of our Region. The teachers are given new methods of teaching, and gain a better understanding of the A. B. E. student through interaction with other Adult Basic Education teachers. We have tried to give them a better understanding of some of the psychological aspects of teaching adults, a better understanding of the problems of the adult, and the areas of deficiency for adults. Our workshops are geared to available materials, materials that the adult is already partially familiar with... for example the telephone directory, the local newspapers.

We are in the process of holding workshops to implement the Adult Guidance Package developed by the University of Texas. Paraprofessionals have been trained and placed in the schools of our local communities.

In our own pilot projects, we are testing new materials and methods to see how they may best be used.

I mentioned a pilot project?...I visited one Adult Basic Education class in Midland. "Permitame tomar su retrato, Senor?" He not only permitted the picture, but <u>poured</u> out his story in fluent Spanish. "What a marvelous opportunity

this is, to be able, at my age, to learn English, to learn the customs here. I nave only been in the United States six days, and already, I have been to two of these classes. See? I can say 'Hello'...and I can count...one...two...three... I am found, whereas I was lost only one week ago."

Classes meet in Midland and also in Odessa two nights a week, for instruction in basic English, practicalities that you and I take for granted, but immense barriers to the uninitiated.

The West Texas Education Center has provided training in English as a Second Language to schools throughout the Region during the two years the Center has been in operation. Young adults are channelled toward literacy in English before they are lost in the maze of despair which is the fruit of illiteracy.

The Midland school district and the Texas Education Agency are now cooperating in a program for young adults of Mexican-American lineage. Pilot classes are taught in Spanish in anticipation of the time when these instructional innovations will be provided for by Texas law. Manuel told the Foreign Language Coordinator the other day, "I had planned to drop out of school this year, but I think now, I will wait until next year...after this class is finished." He was a disciplinary problem, bored, lonely, a potential misfit in society, when he was placed in class this fall. He is now a leader in the Spanish class, and his attitude has changed somewhat in his other classes too. These students were scheduled throughout five sections of Spanish, being taught in English...they are now in one class. The teacher is trying to instill a broader cultural awareness in the class than would be possible in the regular Spanish classes. Verbal material prepared by teachers by the Texas Education Agency...stories, reading, dialogues, more

reading...linguistic patterns, spelling...reading...reading...reading and speaking...are all used. The project, "Spanish for Spanish Speaking Students" is being piloted in five locations in the State. The two classes in Midland have met with phenomenal success.

EMPLEEN INGLES.....Use English.....Two words to sum up a story conceived while flying high above the arid hills of the Southwest, an embryo in the minds of four West Texas Education Center staff members as they flew back to the Center from the University of Arizona, carried full-term, born healthy, and named Empleen Ingles. The group had viewed a series of video tapes designed to help teach adults read and speak English. One suggested paper and pencil materials to accompany the tapes. "How about Manuel Carrasco, our principal in Midland? How about Dr. Wheat, head of the Spanish Department at Sul Ross State University? What about Dr. Damron and Bill Neeley, our own staff members?"

Heads and hearts were joined. The materials were developed by these very people, they are based on the premise that the family would have a student operating on at least the fifth grade level, living in the home, helping the parents...one-to-one instruction from within.

Listen and repeat: Eschuchen y Repitan...Hello, how are you?...Where do you live?...I need the doctor...Rosa needs new shoes. Five lessons have been completed. Fifteen are now in the process of being completed, and ten are planned for next year. Adults are now using these materials, while viewing video tapes as reinforcement. Thirty lessons are envisioned, all being developed by the West Texas Education Center under contract to the Southwestern Cooperative Laboratory in Albuquerque.

Audio tapes have been prepared and are being used with adults in developing listening skills. The senses of hearing and seeing... total involvement in learning... all will pay off in increased literacy and confidence for the Mexican-American adult in West Texas as well as throughout the Southwest.

There is the heart and soul of the project... here are some of the bare bones giving the facts:

The purpose of the paper and pencil materials is to assist in the teaching and learning of the video taped materials prepared by the University for the Southwest Cooperative Educational Laboratory.

The materials are geared to the linguistic requirements of a special target population, enabling it to negotiate in an Anglo world on the basis of survival needs.

The instructors manual has instructions in both Spanish and English. The text introduces sentence patterns to be developed in both languages. This establishes understanding and drills that will be continued in English.

The materials are so constructed that the Spanish speaking student of limited literacy may work at home with no teacher required. He can be helped by the children or by other members of his family who will have had some training in English.

Each lesson is accompanied by a tape recording.

The materials consider dialogue for literate and illiterate Spanish speaking people in two learning conditions... one is the home and the other is the classroom. The dialogues constitute early reading experiences.

Oral expression is stressed in both the classroom and home learning situations.

The written materials and the audio tapes are now being used successfully

and being received enthusiastically, in Midland and in Odessa. Attendance is good...interest is high...every minute spent in learning is a minute spend in forward gear.

The West Texas Education Center is proud to be a part of developing this program and materials will be available through the Southwestern Cooperative Educational Laboratory.

The future? We know that today's society is no longer stable, and technology does not change slowly. All school districts are caught in this process, we must respond to the demand and need of a changing society. Schools are pressured to be in the forefront of change...to make long range plans for the installation of programs and to "keep ahead" of the other districts.

When full page ads, such as appeared in our area last week say...

"...we ask the schools for fair treatment, and an end to discrimination...

subtle, insidious, but all the more hurtful because it is usually hidden..."

When 300 Mexican-American young adults are out of classes for the second week due to friction within the community...we have no choice regarding change. We make it...We cannot forstall it.

Let us work quickly, sanely, surely, to implement needed innovations. The fact that these ideas will take time to mature must spur us to work with more constructive determination now.

I am reminded of the man who wanted a tree planted on the grounds of his estate. His gardner informed him that the tree would not mature for one hundred years, and therefore, need not be planted immediately. "If that be true," said the master of the estate, "we haven't a moment to lose...we must plant this very afternoon."

REMARKS OF MR. WILLIAM F. GAUL, ASSOCIATE GENERAL COUNSEL, COMMITTEE ON EDUCATION AND LABOR U. S. HOUSE OF REPRESENTATIVES

Americans have long participated in the most comprehensive experiment in public education in the history of the world. Educational opportunity for all was once a revolutionary idea; now it has attained the stature of a national tradition. In fact, most of us have grown so accustomed to the availability of public education, that we sometimes confuse the idea with the reality.

Despite the scope of our educational enterprise, there are millions of Americans who have never learned to read and write. They are cut off from meaningful participation in the twentieth century--isolated by their illiteracy in a highly-printed oriented society.

This decade has been marked by a growing awareness of the disparity between our expressed national ideals and our actions. As a people we are beginning to accept our joint responsibility for the plight of those Americans who have contributed so much to the progress and vitality of this Nation, but who have reaped so little in return. The maturation of our social conscience has manifested itself in many ways--civil rights legislation, the war on poverty, and increasing concern with the reordering of our national priorities--but nowhere has it been so evident as in the field of education.

In many respects I have been associated with the Committee during the golden years--at least respect to education legislation. My first duty with the Committee in late 1962 was to assist in the preparation of a Congressional report

which culminated a year-long study of Federal aid to education programs, and I should like to quote a sentence from the report made public in early 1963:

> "From this report it may be readily seen that the question is not whether there shall be Federal aid to education--the issue was decided over 100 years ago."

Yet, there was a substantial number who disagreed--some because they were unalterably opposed to Federal aid to education per se, and some because they viewed the then Federal involvement as tokenism.

Defining the term "education" in its broadest term, the study showed that in 1962 all federal educational activities cost slightly over $2 billion dollars, but that of this amount, only one-half, or approximately $1 billion dollars provided direct support to the educational system. A $1 billion dollar expenditure in any field must be viewed as a substantial investment--but when we consider that today Federal expenditures for education will be over $10 billion dollars, perhaps there was a basis for those who questioned whether or not in 1962 we had arrived at the point where Federal aid to education could no longer be debated.

In 1962 there were really only three major enactments providing direct support for education--the National Defense Education Act of 1958, containing a variety of programs which affect all levels of education, the impacted areas program, and a small vocational education program.

It was not until 1963 and subsequent years, when through a series of landmark actions, that the Congress clearly and unequivocably decided that there shall be Federal aid to education. I speak here of:

(1) The Vocational Education Amendments of 1963 which more than quadrupled Federal funds for vocational education;

(2) The Higher Education Facilities Act of 1963 providing loans and grants for the construction of colleges and graduate academic facilities;

(3) The Economic Opportunity Act of 1964 which contained the first Federal adult basic education program;

(4) The Elementary and Secondary Education Act of 1965, authorizing as much for elementary and secondary education on an annual basis as was the total Federal expenditure for all education programs in 1963;

(5) The Higher Education Act of 1965, which strengthened and expanded Federal student assistance programs and provided for a variety of instructional support programs for colleges and universities;

(6) The Elementary and Secondary Education Amendments of 1965, expanding and strengthening and adding to the 1965 ESEA;

(7) The Higher Education Amendments of 1968, providing for six new higher education programs and expanding 20 or more existing programs; and finally

(8) The Vocational Educational Act of 1969, which more than tripled the authorization for vocational educational programs.

Today, then, there is no debate about whether there shall be Federal aid to education. Rather, the debate is now in terms of: how this aid is to be distributed from state to state; how it is to be appropriated among the various needs in education; how the programs are to be administered; and how much is to be appropriated; and when it is to be appropriated.

The authorizing committee for which I work wrestles with the design and format of programs on almost an annual basis. Anyone familiar with education legislation knows of the many debates during the last few years regarding block grants versus categorical programs. And those familiar with higher education legislation know of the controversies this year because of the attempts of some to involve the Federal Government in the problem resulting from student unrest.

In addition to the interest in the form and scope of education programs, members of the Authorizing Committee are also concerned about the level of funding. But until very recently, this was a matter which was resolved without heated debate. Members of the Authorizing Committee were unable to change the decisions which were made by and successfully defended by the Appropriations Committee. This year, however, there has been a change...I might add, an unexpected change.

It is my judgement that no one expected the amounts to be provided for educational programs would be a matter which would occupy as much time of the Congress this year as it has turned out. Those interested in education programs were dissatisfied with the budget submission of President Johnson as he left office. His budget provided less for most education programs than had been expended in previous fiscal years. The subsequent Nixon amendment to the budget in which even less was requested for traditional programs than had been requested by the Johnson Administration was even more distressing.

In response, education lobbyists in Washington joined together and formed an Emergency Committee for Full Funding--their exclusive purpose being

to obtain increased appropriations for education programs. The issue was rather simple. Only 30 percent of the amount authorized for education programs was being requested. Over $9 billion dollars was authorized for Office of Education programs--less than $3 billion dollars was being requested. The objective of the Emergency Committee was to secure funding at the full authorization.

Needless to say, there were many critics and skeptics. There were very few indeed who felt that full funding could be obtained. Reflecting upon what had happened in previous years, there were many who felt there was slim chance of securing even a little extra for education programs. As you know, however, those members who wished more for education were successful in their efforts. The Labor-HEW Appropriations Bill which passed the House of Representatives in July, proposed $4.2 billion dollars for Office of Education programs, a billion dollars more than President Nixon requested.

Because the Senate has not completed work on the Labor-HEW Appropriations Bill for FY 1970, the educational community has yet to benefit from this House action. And this has led to still a second major battle on education appropriations--a battle waged successfully again, by those who are determined that with respect to education we will not get along with as little as possible.

As you know, we are well into fiscal year 1970, but as of today the Federal money bill to carry out programs during this academic year is still awaiting Congressional action. As perhaps you also know, when such circumstances exist, financing of ongoing programs is provided through what is referred to in the Congress as Continuing Resolution. Traditionally, such resolutions have provided that in the absence of completed action on an appropriations bill, the funding of programs may

continue at last year's level, or at the level of the President's request--whichever is less.

Because, as I have indicated already, the Nixon budget request was rather severe, particularly with respect to a number of education programs, the first continuing resolution which funded programs through October 31, did not at all reflect the sentiment of the House that more for education be provided nor did it permit any funding of certain programs like the Elementary and Secondary School Library Program, and the Guidance and Counseling program, where the President did not request an appropriation.

The first continuing resolution, one of the traditional mold, was due to expire on October 31. This necessitated consideration of a second resolution, and this provided an opportunity last week to alter the situation. Anticipating the debate, over 200 Members of Congress sponsored a new type of resolution--one which would provide that programs would be financed at last year's level or the level approved by the House in July with passage of the Labor-HEW Appropriations Bill--whichever is higher. The movement to adopt a continuing resolution, of a type different than had been approved in the past was indeed unique and unprecedented.

Continuing resolutions heretofore have passed the House with little--if any--debate and without amendment. But, for the educational community, the issue was crucial. Let me give you an example. Last year $190 million dollars was approriated for the National Defense Student Loan Program. President Nixon requested an appropriation this year of only $155 million dollars, whereas the House approved an appropriation of $229 million dollars. Under the traditional continuing resolution,

the program would operate at the level of the President's request---the $155 million dollar level. Under the new type of resolution, the program would begin operation at the $229 million dollar level---as you can see, a significant difference.

Recognizing the sentiment in the House, the Appropriations Committee altered its traditional position and brought to the Floor of the House a bill which dropped the President's request level from the computation and provided that programs could operate on the last year's level or at the level contained in the House-passed bill---whichever was lower. This meant $190 million dollars for the student loan program. The issue was narrowed. Both approaches considered the House-passed bill and last year's bill---one said whichever was higher, and the other whichever was lower---for student loans, $190 million dollars or $229 million dollars.

Taking into account all affected programs under the Committee's Continuing Resolution, programs would operate at a level $600 million dollars higher than they had been operating through October 31; whereas, under the amendment proposed by over 200 Members, at a level $1 billion dollars above the pre-October 31 period. With the issue considerably narrowed, the strategists hesitated. They were already assured of more than half as much as their objective and it was a question whether to risk the reputation and prestige of the new lobbying forces in education. The decision, however, was to go ahead and as was the case in July, the House overwhelmingly supported the new movement for the increased appropriations for education.

I have spent some time reviewing the appropriations debate first because of its immediate impact on education programs, including adult basic education where the difference is between $45 million and $50 million dollars. But, secondly, because the debate and subsequent action of the House have implications for Federal education programs beyond the substantial increases provided for selected programs. It indicates, I believe, that the House is unwilling to take cuts in education programs during periods where there must be fiscal restraint. We have heard so much about non-controllable expenditures such as Social Security and Veterans Benefits and how because of these programs where cuts cannot be taken, a tight budget situation demands curtailment of controllable domestic programs like education. The House , by its action this year has, in a sense, placed education in the non-controllable category.

The second implication for education is perhaps as significant as that mentioned a moment ago----I speak of the widespread recognition that untimely authorizations and appropriations result in chaos at the local level. In the last few years there has been a growing awareness of the severe complications brought about when local school districts and colleges and universities do not know how much they are going to receive until many months after the academic year has commenced. The debate on the continuing Resolution contains two statements which have profound implications for the educational community because of their relevance to this crucial issue.

At one point, the Chairman of the Appropriations Committee, the most important Member in the House on matters of money, said, "and next year, if I

can get the support of this House, and if the authorizations are available, I believe I can see to it that the education bill is passed by April 1, and I will try to persuade the Senate to do likewise, and then the schools would know in advance what the situation is. This is highly desireable."

And at another point, the Chairman of the Labor-HEW Appropriations Subcommittee, the second most important member on money matters for education, said, "I want to say this, in connection with what the gentlewoman says. I propose next year---if it can be done legally and by parliamentary procedure---to bring in as early as possible a separate bill on education, before the regular Labor-HEW bill, a separate bill to avoid all these problems."

While the title of the education lobby I have been talking about is the Emergency Committee on Full Funding, perhaps their work will stimulate not only increased appropriations, but also early funding of education programs---appropriations at a point in time when local agencies and institutions will be able to more effectively plan and thus utilize Federal funds.

Let me now turn to the program which is of specific interest to you---Adult Basic Education. And, it is interesting that much of what I have been saying did not apply to adult basic education this year as the budget submission of both the Johnson Administration and the Nixon Administration requested more for adult basic education than was appropriated last year. As I am sure you gathered from my previous remarks, this was indeed unusual. During the hearings by the Labor-HEW Appropriations Subcommittee on the FY 1970 budget,

when Office of Education program mergers were virtually to a program defending cutbacks and curtailments, the Chairman of the Subcommittee was prompted to say to the Associate Commissioner of Education, "You seem to be enamoured of the Adult Education Program." At another point in the hearing record, Chairman Flood requested, "Now, you don't touch this Basic Adult Education Program. Johnson wants $50 million, Nixon wants $50 million." The Associate Commissioner said, "Yes sir." And Mr. Flood countered, "Why did you give this preferential treatment in the realignment of priorities?---which is the magic phrase---what lawyers call the words of magic." The Associate Commissioner responded to that, "I believe that the results we have had over the last three years indicate that developing basic school skills in these people makes them more employable."

Dr. Pilcher, in his invitation to me, suggested that the audience today would be interested in hearing about the bill which Chairman Perkins introduced in the House---to strengthen and improve assistance for Adult Education, and the Committee discussions that led to the development of this most significant piece of legislation.

Chairman Perkins' bill was introduced on September 4th with eleven co-sponsors. The bill represents the recommendations of Mr. Perkins and the co-sponsors. It is not at this point in time a product of the Committee, so I am unable to share with you the views of the Committee. I am, however, able to discuss with you Mr. Perkins' views and what he hopes to accomplish through the enactment of this legislation. And it is very much related to what the

Associate Commissioner said during the hearings---that there is a direct relationship between the adult education program and jobs.

In preparation for today, I reviewed some of the past speeches and statements of the Chairman and I found one of particular interest---a speech given more than five years ago---but one which I think the Chairman might make again today. Let me share with you some of the Chairman's comments as he talked in his own Congressional district-- an area of the country where there was and still is high unemployment---about the importance of adult education.

In 1964, he said: "Educational opportunities have continually expanded with the growth of our Nation to afford an ever increasing number of people with new capabilities. However, educational opportunities have not expanded at the same rate that our complex economy requires them to. We all know too well the story of the rapid automation of our coal mines which has maintained coal production at a high level but which has had a devastating toll on the number of men productively employed in the coal mining operation. These changes in the job opportunities in coal-mining communities have come about too rapidly for our educational systems to prepare displaced miners for other occupations. In short, education adequate for the mining of coal is not sufficient for the economic opportunities of the age in which we live."

"I have used a number of high-sounding phrases and words which are now frequently used concerning problems associated with automation and technological change. They simply mean in substance that there is a direct

relationship between education and jobs."....

"New educational opportunities are fundamental to any lasting solution. However, to accomplish this, it was first necessary to greatly strengthen our vocational education offerings. For this reason, I sponsored legislation to greatly expand the Smith-Hughes and George-Barden Acts which were really fashioned for a national economy of almost a half-century ago. As a result, when the Congress passed the Vocational Education Bill which I introduced in 1963, vocational education programs throughout the Nation were strengthened by Federal funds that were more than quadrupled and for the first time Federal funds were available for the construction of vocational education school facilities and financial assistance to vocational education students become available."

Coinciding with this important development was the enactment of the Manpower Development and Training Act which afforded unemployed persons an opportunity to gain a skill in a useful trade and at the same time Federal subsistence payments to support their families."

These Programs were not enough because many persons lacked the educational background to avail themselves of the vocational education training. I was determined to broaden the educational opportunities of our adults in Eastern Kentucky and in connection with this initiated hearings of a U. S. House Education and Labor Subcommittee on theMoorehead State College campus in Moorehead, Kentucky, in February of 1962 for the purpose of considering

legislation which I had introduced to establish a federally financed program of education for adults in basic educational skills."...

"I envisioned at the time of the introduction of this legislation that full opportunity would be afforded adult citizens to acquire skills in mathematics, English, writing, and other basic subjects. Completion of such courses would allow entrance into vocational training and other courses of higher instruction which would give a man or a woman a chance for a more rewarding place in our economy."

More important to the Chairman than past accomplishments, however, is the untapped potential of adult basic education. There are still at least 23 million Americans who have never learned to read or write with ease. Three million of these have less than a fourth grade education; and the rest have never reached the eighth grade. These figures are staggering in themselves when one counts the cost to both the individual and his society. The frustration of unemployment and poverty and its consequences, crime and violence, disillusionment, are destructive forces. Their price cannot be measured in dollars and cents alone.

In addition to the 23 millions I have cited, however, millions more have graduated from high school without the basic skills they need to contribute fully to the work of our times. One study to determine the grade level at which students actually do become literate found, on the basis of the standardized reading tests, that:

> "By the time a (student) has completed high school his average achievement has risen to less than seven completed school years--not until one year of college has been completed can one be assured that all (students) completing the succeeding grades will be literate."

Thus the scope of the population to be served is in fact much larger than has been previously estimated. If we are in fact to banish ignorance completely, we must therefore raise our goals to reflect the magnitude of the actual need.

In view of the vastness of this task, made mandatory by our committment to educational opportunity, it is time to investigate our ability to do the job. Are adult basic education programs, as presently constituted and funded, adequate to meet existing needs? Are all the potential resources in our schools and communities being utilized to the full?

Are there continuing educational opportunities for those having advanced as far as the eighth grade? Information brought to our attention indicates that at present, there is *not...that* fewer than ten states provide funds for high school education of adults, and that under present circumstances, securing a high school education represents little more than a remote possibility for 56 million educationally disenfranchised American adults.

It is the Chairman's view that in today's complex society, we should recognize that a "Basic" education for an adult is more than acquiring literacy. It should be at least the equivalent of going through high school. Yet we face the paradox that in this National which has prided itself in our philosophy of

educational opportunity for all, 56 million Americans are short of this goal.

The Chairman feels that while we seek to help make available the best possible education for our young people to help them meet the responsibilities of citizenship and the challenges of a career, we have fallen short in our responsibility toward those who, for some reason, fell by the wayside and were unable even to obtain the minimum of a high school education. His bill seeks to correct that oversight.

Let us now turn to the legislation itself. The bill is designed to provide an opportunity to "Catch up" for 56 million adult Americans I have mentioned

The bill would expand present law---

To include secondary level training so that adults might obtain the junior and senior high school training they have previously missed.

It would enable the Commissioner to provide appropriate assistance to State and local educational agencies in the development of curricula for new and changing occupations, academic achievement, and to coordinate improvements in, and dissemination of, existing curriculum materials.

For this specific purpose, there would be authorized $7 million dollars in FY 1970, and $10 million dollars in FY 1971.

Further, the bill proposed the establishment of state adult education advisory councils to aid in the development and evaluation of programs at the local level, such as now is being done successfully under Title III of the Elementary and Secondary Education Act and the Vocational Education Act.

For the basic state program, the bill would authorize an expenditure of $320 million dollars for FY 1970, and $400 million for each of the three succeeding fiscal years. Each state would receive a grant of $150,000 rather than $100,000, as is now the case---with the remainder allocated on the basis of the relative number of persons who have not completed fifth grade.

Before closing, let us spend a few moments discussing the prospects for enactment of this most important piece of legislation.

In the House H. R. 13616 has been referred to the Committee on Education and Labor. At this point in time, however, there is nothing scheduled for the legislation. If we were only to consider action in the House, it would be my judgement that hearings on the bill would be scheduled early next year.

As I am sure you know, however, Senator Javits has introduced a bill in the Senate very similar to H. R. 13616. The authorization figures in Senator Javits' bill differ only slightly from Mr. Perkins' bill and the Javits' bill does not contain the special section authorizing the development of curricula. In every other respect, the bills are very similar.

In the spring of this year, the House Committee on Education and Labor reported the Elementary and Secondary Education Amendments of 1969. This legislation, which subsequently passed the House, extended the Adult Basic Education Program without change, through FY 1972. That legislation is presently pending in the Senate, and tomorrow the appropriate Senate Subcommittee will begin its mark-up of the bill. I obtained a copy of the draft bill which the Senate Subcommittee will be considering tomorrow. Included in it is Senator Javits' bill, and from my conversations with Senate staff, it appears likely that the final Senate approved Elementary and Secondary Education bill will contain sections similar, if not identical, to the Javits' Adult Education bill.

Assuming prompt Senate action in the weeks before Christmas and New Year's, the House and Senate Committees will meet to resolve the differences between the House and Senate bills. Needless to say, since the Chairman of the House Committee has indicated his sympathy toward an expansion of the Adult Education Program, through the introduction of his bill, chances seem reasonably good that the final Elementary and Secondary Education bill, which hopefully will be enacted before Christmas, will contain the modifications of adult education we have been discussing. I say this with one qualification.

As presently drafted, the bills provide for changes in the current fiscal year. In recent years, there has been a tendency to not interfere

or revise programs during the current academic year. The changes and expansions we have been talking about then, would more than likely be applicable in FY 1971 rather than in FY 1970.

# COMPREHENSION DEVELOPMENT IN ADULT BASIC EDUCATION PROGRAMS

Dr. Nicholas J. Silvaroli

## COMPREHENSION

The reader must relate his human experiences to those experiences the writer records on the printed page. This mutual sharing of human experiences, through print, produces the ultimate reading goal---comprehension.

By now you are probably wondering why you are continuing to read something that is this obvious. Stay with it: The following example attempts to make the obvious even more obvious:

### Agricultural Research

> Agricultural research has been developing and testing the Pungo and Keswick varities for several years. Success in these research efforts will enable the public to reduce daily food costs and improve its diet. Dr. Gross, of Labs, Inc., commented that even if his work is not successful, the American people can still enjoy Red La Sodas and Red Pontiacs.

Confused? You would not be if your income was based on the potato industry or if you came from one of the main potato growing regions in the United States. However, if you are like most of us, you are probably wondering about the meaning of those strange words, "La Sodas," "Red Pontiacs," "Keswicks," and "Pungoes." Also, we would soon discontinue "calling" these words if we did not get some hint of the author's meaning.

Now that you know that the author was talking about patterns, you can engage in this sharing of mutual experiences called comprehension.

## READING - ADULT BASIC EDUCATION

What reaction do economically disadvantaged A. B. E. (Adult Basic Education) have when they are expected to "read" or call words about human experiences which are unrelated to their experiences? They become confused, bored, and even resentful. It is not uncommon to hear them express a genuine dislike for reading. It may be concluded that if a student is expected to read material which does not relate to his human experiences, he is likely to become negative about reading and find fault with the act of reading. Unfortunately, the real problem, his inability to mutually share his experiences with those of the author, will be overlooked.

A casual inspection of reading materials used by an adult in an A. B. E. Program would probably reveal the gross differences between his background and that of the author. It is believed that these differences interfere with reading comprehension.

## PROBLEMS AND ALTERNATIVES

Assuming that many of today's A. B. E. Programs use materials which do not relate to the human experiences of the students, what can be done about it? Several alternatives are open to adult programs concerned with improving comprehension and ultimately the Reading ability of their students, namely:

1. The adult program could eliminate those reading materials which do not, in some way, relate to the human experiences of the students

2. The adult program could carefully select those reading materials which are not completely removed from the students' background of experiences; identify those experiences in the materials which are not likely to be understood by the student,

and provide students with those background experiences before they read.

3. The adult program could provide reading materials which are written for and related to the human experiences of the students.

The first alternative would almost eliminate printed materials in most adult programs. On the surface, this response implies that human experience can not be developed through reading. This is not true. Human experiences can be developed through reading, but it is essential that the reader acquire these new experiences in relation to what he presently understands. If this alternative is selected then much of the curriculum would be based on speaking, listening, and writing, rather than the present base of reading.

The second alternative would have the effect of encouraging a greater number of local trips, wider use of visual aids, and the inclusion of an infinite variety of concrete objects, from oranges to silkworms, to build essential background experiences.

The third alternative would encourage the adult to become directly involved in what he reads and develop a greater interest in reading. Since those specially written materials are intended for adults in basic programs, they are likely to improve the adults' ability to comprehend and ultimately create new attitudes toward reading.

## SUMMARY AND CONCLUSIONS

Comprehension in reading must be based on the mutual sharing of human experiences between reader and writer. It is believed that at the present time many Adult Basic Education Programs are using printed materials which are unrelated to the experiences of their students. As a consequence, these students tend to react negatively to reading because they are unable to mutually share experiences with the author.

Three alternatives were presented regarding possible solutions to the problem of comprehension improvement among economically disadvantaged adults. The first alternative suggests that since adequate materials are not available, adult programs might change the base of their curriculum to speaking, listening and writing. This has serious limitations, but it at least would have the effect of reducing negative reactions to reading. The second alternative requires greater planning on the part of each teacher and the inclusion of more concrete materials in the adult program. The third alternative requires that the program provide adults with material related to their actual experiences.

It is believed that the third alternative holds the greatest promise for improving comprehension for economically disadvantaged adults in Basic Education Programs.

Prepared by:

Dr. Nicholas J. Silvaroli
Director, Reading Education
February 13, 1970

# THE APPALACHIAN EXPERIENCE

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The Appalachian Adult Basic Education Demonstration Center, based at Morehead State University, Morehead, Kentucky, has been in existence since June of 1967, funded under Section 309 B of the Adult Education Act of 1966. The title of the project is "A Demonstration and Developmental Research Project for Programs, Materials, Facilities and Educational Technology for Undereducated Adults."

Appalachia is known as an underdeveloped area--underdeveloped rather than depressed since it has never been developed. A large portion of its inhabitants are descendants of pre-Revolutionary War settlers from the British Isles. Because of geographic isolation, social and cultural isolation have been maintained in many of the mountainous areas.

The continued underdevelopment of such a large area (one-fifth of the United States geographically) has an impact on the total national economy. Neither the individuals who live in Appalachia nor the nation as a whole can afford for this region to stand still longer or fall further behind.

Many of the current problems in Appalachia can be related to a lack of education among the adult population. Sixty-five percent of Appalachian adults have left school before high school completion. Thirty percent of Appalachian youth fail Selective Service educational tests as opposed to a national average of 22.4 percent. In two Appalachian states more than one-fourth of the population is considered functionally illiterate.

Despite out-migration, which would seem to indicate a willingness to change, a sense of fatalism pervades much of Appalachia. President Nixon recently recommended a top research priority on rural problems, since he saw these problems as the source of urban problems. Poverty, cultural lag, and fatalism must be combatted across the nation, including Appalachia. One means of reducing rural and therefore urban, problems is adult education.

Since there is a regional problem there needs to be a regional thrust toward solution of the problem. The solution to problems of Appalachian people in southern New York have meaning for the mountain people of northern Mississippi. State departments of education beset by urban problems need the support of their neighbors and the region to deal with rural needs. One of the increasingly pertinent models to be developed is the Appalachian Adult Basic Education Demonstration Center (AABEDC). AABEDC has four functions:

I. Catalytic Agent

As a catalytic agent, AABEDC provides leadership coordinating services in and among thirteen state departments of education and consultant assistance to states and individual programs involved in adult basic education in rural areas.

The Appalachian counties served lie in:

Alabama
Georgia
Kentucky
Maryland
Mississippi
New York
North Carolina
Ohio
Pennsylvania
South Carolina
Tennessee
Virginia
West Virginia

The catalytic or change agent function of AABEDC is its reason for existing. Demonstration and research are ongoing activities because of the knowledge needs

of ABE to serve Appalachia, but the goal of the AABEDC special project is the application of that knowledge through dissemination and aid in implementation.

A regional leadership structure, including a regional advisory board, state advisory boards, and local advisory boards has been developed. All of the AABEDC activity and leadership units have been interrelated in a system which includes periodic meetings for training the solution of common problems, and the creation of a spread effect based upon the findings and successes of each field unit activity and those of the Center.

In addition to the spread effect of AABEDC research, demonstration, and training on Appalachian regional ABE is the spread from proposal solicitation and development. For example, a deferred AABEDC project for a learning center in West Virginia was subsequently experimentally funded by the state which now has 12 such centers. AABEDC has also been instrumental in the development of graduate departments of adult education in several Appalachian universities.

It should be noted that the AABEDC model is built on the lines of the cooperative extension service model. Costs are shared by federal, state, and local sources. Resident teaching of ABE teachers and administrators, extension of knowledge to state and local ABE operations, and experimental "stations" or modules have been developed.

As in the cooperative extension service, states have ABE subject matter specialists. AABEDC has a role in keeping these specialists informed about new developments and research results which they, in turn, extend to area supervisors (analogous to county agents) and local ABE administrators and teachers. These subject matter specialists help with local program planning and give some assistance

in the conducting of educational programs. They also prepare curriculum materials and appear on radio and television (usually in a recruiting rather than an educational effort at this time) in the manner of the cooperative extension staff member.

The goals of the AABEDC and ABE in Appalachia are quite similar to those of the cooperative extension service. Both seek to raise the standard of living of rural families. The present difference is in the nature of the clientele. The cooperative extension agent invites the community leader to view the demonstration project; the community leader adopts the practice; and the community follows. Results are fed into the experiment station for further improvement. One of the goals of AABEDC is to use this model to develop community schools. If the community leader is introduced to and adopts continuing education, adult education will no longer be seen as a broom to sweep up after the public school system but an acceptable part of life for the people of the community, including those who can benefit from ABE.

The AABEDC professional staff consists of the director (George Eyster), and specialists in research (Harold Rose), evaluation (Ann Hayes), curriculum (Husain Qazilbash), learning labs and diagnosis (John Gaus), media (Lamar Marchese), and teacher training. The staff are engaged in consultant services and leadership roles in national educational associations in addition to their duties in the Appalachian region in order to share findings nationally as well as to learn from other ABE efforts.

II. Demonstration

The AABEDC is currently sponsoring fourteen demonstration projects in eleven states enrolling approximately 1,300 ABE students. Two additional projects are completed and two more are in various stages of planning. State support of the projects, i.e., in-kind contributions, far succeed the total AABEDC funds. Demonstration and research are differentiated at the AABEDC by the area of experimental stress: Demonstration projects are developed to test innovative ABE operational activities or programs; research projects are developed to study the individual undereducated adult, such as his learning and his socialization.

The ABE task has been broken down into parts or components by AABEDC. Components receive stress by different AABEDC field units. An attempt has been made to account for all components in each field unit in addition to the component of emphasis. The components are:

| | |
|---|---|
| Outreach | Follow-up |
| Retention | Counseling |
| Diagnosis | Placement |
| Manpower | Volunteers |
| Curriculum Materials | Business and Industry |
| Methods | Participants in Planning |

The developmental or experimental nature of the demonstration projects should be emphasized. Adjustment or modification is stressed in each module until a functional design emerges for use in the Appalachian region.

A. Alabama (Directors: Sara Jo Wright and E. C. Wilson)

The AABEDC has two demonstration or field units (usually referred to as modules) in Alabama.

(1) The Bear Creek Learning Lab has demonstrated that a good working relationship can exist between adult basic education and industry. Redman

Industries, manufacturers of mobile homes, donated a learning lab to the local school system and recruited students in-plant. The Tennessee Valley Authority (TVA) has used this learning center as a demonstration unit.

(2) The AABEDC module in Gadsden, (Etowah County) studied the use of the Perceptascope in ABE as compared with Steck-Vaughn programmed materials. The low scores achieved by the experimental group should be approached with caution since they may be due to the selection of materials of the Perceptascope, the amount of teacher training, or other experimental "noise."

The Gadsden module has demonstrated that a local school system can be helped to excellence in VTR instructional series. Scripting, rehearsal, and the use of aids not usually available in the classroom are being employed in the development of film series in mathematics, the reinforcement of reading skills through music instruction, and consumer education.

B. Georgia (Director: Thelma Orr)

A two year adult basic education recruiting study is nearing completion which has raised ABE enrollment from 95 to over 400, developing 29 ongoing ABE classes in the extremely isolated rural ten-county area of northeast Georgia. The recruiters were paid.

The results of the AABEDC recruiting study for a mountainous rural area allow for the following statements to be made with some confidence:

*ABE-related lay recruiters have been the most effective in enrolling students in terms of numbers and third in terms of retention (74%).

*ABE teachers have been the next most effective in enrolling students and the most successful in terms of retention of recruited students (91.5%). (Teachers seem to recruit selectively from needs observed in day school).

*Other lay recruiters have been third in enrollment and second in retention (77%).

*Public school teachers have ranked next most effective in enrollment and retention.

*The least effective recruiters were college students--in this case, VISTA volunteers. One particularly conscientious college student made 111 contacts which resulted in only four enrollments.

C. Kentucky (Directors: Leonard Burkett, Lawrence Arnett, Raymond Isaacs)

(1) A completed ABE demonstration of computer-assisted mathematics instruction showed highly encouraging gains despite much down time on the computer. The merits of CAI in this study were the easy individualization of instruction, immediate feedback, and immediate diagnosis in the form of print-out which informed the teacher at all times of the students' progress and problems.

(2) A combination traditional classroom and learning laboratory using an abandoned U.S. Lock and Dam site has demonstrated the feasibility of interagency cooperation. The local CAP agency operates a bus which transports students for this daytime program. Neighborhood Youth Corps girls provide child care which is tied to instruction in Head Start techniques through Morehead State University. A follow-up study of thirty-seven of last year's graduates shows five in college, three in practical nurses' training, eighteen in vocational training, six teacher aids, one food service manager, one librarian assistant, one carpenter foreman, and four about to enter vocational training.

(3) A demonstration project using driver education as a recruitment device and a device for reinforcing reading skills is piggy-backing on a seven-county day-time program. Mobile labs fitted with simulators are being employed. The readability levels of the thirteen Appalachian states' drivers' manuals and

drivers' tests are being studied.

D. Maryland (Director: James Kelly with Meschach Browning)

A new module is studying the use of the typewriter in developing motivation for learning and reading skills. The relationship of finger dexterity to success in mastering typing is being studied.

E. Mississippi (Directors: Donald Seaman and Larry Otis with Wylie Wood)

(1) A completed project at Mississippi State University studied the relationship of selected teacher characteristics with student retention in ABE. The characteristics were:

*Level of teacher training (elementary or secondary).

*Years of experience teaching adults.

*Whether or not the teacher was "indigenous."

*Whether or not the teacher has specialized ABE training.

None of these characteristics showed a statistically significant relationship with the "holding power" of the ABE teacher, although ABE teacher training showed a positive statistical trend.

A method of studying the attitudes of adult basic education students in relation to the attitudes of their teachers has been devised using a semantic differential technique based on the vocabulary of the students.

(2) A traveling mobile-home learning lab, donated by Joe Town and County Mobile Home Company, introduced into a rural isolated area had 100 students signed up before it even opened its doors. This lab visits an industrial site, a public housing project, and rural communities each week.

(3) A low reading-level newspaper entitled the Appalachian News has been enthusiastically received and widely distributed in an area that was poorly served

by the press. The newspaper covers international, national, state, and local news as well as such information as agencies serving the poor, U.S. Department of Agriculture recipes, and articles on filling out employment forms and so on.

F. New York (Director: Thomas Sanglier)

A new module is demonstrating the ABE needs of the rural areas in a state with gigantic urban problems. The module is using the activities format of a community school as an entry way to ABE and is demonstrating the articulation of adult basic education with other continuing education.

G. North Carolina (Director: Leland Cooper)

A new module is studying the change in self concept of ABE students in small groups as compared with the change in self concept of the ABE student in the learning center.

H. Ohio (Director: Vera Nay)

Since it is so often encountered given among ABE professionals that teacher-made materials must be relied upon to fill gaps in curriculum materials, the Ohio module studied the development of teacher-developed supplementary materials, using nine experienced ABE teachers with training in special education. The results showed that material development usually takes more time than is available to even the full-time ABE teacher and that the average teacher does not have a firm enough grasp of sequence of skills and the other elements of readability levels to be very successful at materials development. Some materials on teacher attitudes governing self concept and behavior were developed as [illegible] and III, however.

A pilot comparison of the gains achieved in traditional ABE classrooms as opposed to learning centers found ABE module achievement per clock hour of

[illegible] instruction in the traditional classroom and .8660 in the learning center, or almost two and a half times as much gain. These statistics compare favorably with those of New York and North Carolina. However, before turning to total self-directed instruction as a panacea, one would note that these are immediate post-test findings. Comparative data on long-term retention of skills and knowledge are not readily available. Also, the all-important area of motivation or affective learning must be considered.

A study of the use of computer-assisted using programmed materials with homebound VISE students found gains of four to five years per 100 hours of programmed instruction. These large gains seem to be the result of logging as much as 80 hours a week in supplementary materials at each level in addition to the 100 hours of programmed instruction with computer-assisted support. In addition to the large amounts of recommended gains, VISE students were being monitored more closely than would be VISE students with fully-staffed facilities, and [illegible] had up to two teacher homes, and often more than one to a classroom. The programmed materials in this project were carefully chosen to eliminate [illegible]. The model of the cooperative extension agent was used [illegible] to this [illegible].

This [illegible] was how [illegible] of [illegible] of [illegible] to [illegible] computer-assisted [illegible].

1. [illegible] (Director: [illegible])

A [illegible] to [illegible] [illegible] (Director: [illegible]) where [illegible] [illegible] to [illegible] [illegible] to [illegible].

developing needed job skills and educational resources are being apprised of employer needs. This module is attempting to implement the three-step Department of Labor definition of employability:

*To get a job
*To keep a job
*To upgrade

J. Tennessee

A feasability study is being developed in a television country and western music format for beginning reading (500 basic words) using commercial stations and folk heroes such as Johnny Cash. If implemented, these films will be available nationally.

K. Virginia (Director: Gary Lowe)

ABE-GED graduates are employed in recruiting and counseling to support the Carroll County ABE effort. The counselor-aides are receiving formal and informal training in guidance, counseling, and related areas according to a career ladder philosophy. One goal of the Virginia module is a model training program.

L. West Virginia (Director: Richard Malcolm)

In its second year a long-range follow-up study of eighty-five ABE graduates still has contact with seventy-nine members. The four groups each meet at least once a year with their teacher-counselors and correspond through a newsletter. Adult basic education has been found to increase willingness for mobility for jobs and to increase ability to use leisure time creatively as well as aiding employability. As an evaluation device for adjusting ABE curricula, it has been found that:

*Much stress must be put on the use of public library facilities, since these are often the most accessible means of continuing education.

*Program content concerning abuses of installment buying is important to ABE curricula, since many individuals are rendered almost permanently unemployed because of a history of garnishees.

*There is a need for job placement specialists to be attached to ongoing ABE programs.

A pilot study of a random sample of thirteen school age offspring of ABE students found eight children showing a rise in achievement concurrent with their parents' involvement in ABE, four showing lower absenteeism, and four showing fewer behavior problems. This finding is supported by the much larger Brownsville, Texas, study.

## III. Research

The AABEDC staff has recognized the existence of many problems and potential research activities in ABE which do not lend themselves to study through demonstration procedures. To meet research needs, the AABEDC has initiated select research components of its program on a regional scale capitalizing upon the multistate leadership structure and related Appalachian population.

### A. Dialect Study

For the purposes of a teacher-training syllabus for trainers of ABE teachers in the teaching of reading, a thirteen-state study is nearing completion of Appalachian grammar, pronunciation, and vocabulary differences from the Northeast or Midwestern dialects of textbooks (often called standard English).

### B. Anomie and Internality-Externality Studies

Measures of anomie (a sense of not knowing the rules of life), and externality (a sense of being ruled by fate rather than having control of one's environment) seem to go down with involvement in ABE, according to a preliminary analysis of data.

C. Mathematics Curriculum Study

For the development of curriculum materials, a survey of available ABE mathematics materials and methods is being followed up by a survey of felt needs of ABE students in practical everyday mathematics problems.

D. Goal Displacement

A study is in progress of the ABE goals of federal legislation and guidelines, of state plans, and of the ABE clients in Appalachia. An overview of the data seems to indicate that the young unemployable (or an employed) male of low academic functioning level is not being reached.

E. Other Research

Other research studies in planning stages include:

*The relationship between isolation and illiteracy.

*The relationship between parental participation in ABE and the school achievement, attendance, and behavior of their children.

*The participation of adults in ABE and its impact on total family life in Appalachia.

*A study of the information-seeking behavior of illiterate adults in Appalachia.

*The relationship between learning rate and adult anxiety.

## IV. Training

A. Leadership Training

The AABEDC engages in two-day training sessions for directors of the demonstration projects several times a year.

B. Summer Workshops

(1) In July and August of 1969, AABEDC conducted the Appalachian Adult Basic Education Teacher-Training Workshop, involving 111 people from twelve states.

(2) The Appalachian Adult Basic Education Teacher-Trainer Workshop has been funded for the summer of 1970 by USOE. Each of the thirteen Appalachian states has been invited to submit a design for the use of four-man teams trained in the teaching of reading methods to ABE teachers.

C. Graduate Program

A Master's degree program in adult and continuing education was inaugurated in March 1970. The program, located in the School of Education at Morehead State University, is designed to meet the broad professional adult educational needs of Appalachia. The program allows for minors in vocational education, guidance and counseling, administration, and other fields related to adult and continuing education.

The Appalachian Adult Basic Education Demonstration Center was developed to effect significant improvement in the efficiency and quality of adult basic education throughout the nation as a result of program activities focused upon the geographic region encompassing Appalachia. In accomplishing this large objective, the AABEDC engages in demonstration, research, and training activities and acts as a catalytic agent. There is reason to believe that the AABEDC, as a demonstration center, has influenced the direction of ABE in Appalachia, indicating that such a regional research and development approach is feasible, practical, and necessary for select geographic regions as well as for distinct clientele groups.